

Statement of Hiring Our Heroes, U.S. Chamber of Commerce Foundation

ON: "Mission Incomplete: Strengthening the TAP Program to

Ensure a Smoother Transition to Civilian Life for

Tomorrow's Veterans"

TO: U.S. House Committee on Veterans' Affairs, Subcommittee

on Economic Opportunity

BY: Elizabeth O'Brien, Senior Vice President, Hiring Our

Heroes, U.S. Chamber of Commerce Foundation

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BEFORE THE COMMITTEE ON VETERANS' AFFAIRS OF THE U.S. HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON ECONOMIC OPPORTUNITY

"Mission Incomplete: Strengthening the TAP Program to Ensure a Smoother Transition to Civilian Life for Tomorrow's Veterans"

Testimony of: Elizabeth O'Brien Senior Vice President, U.S. Chamber of Commerce Foundation, Hiring Our Heroes

Good morning, Chairman Van Orden, Ranking Member Pappas, and distinguished members of the Subcommittee. My name is Elizabeth O'Brien. I am an active-duty military spouse and senior vice president of Hiring Our Heroes (HOH), an initiative of the U.S. Chamber of Commerce Foundation. The Foundation harnesses the power of business to create solutions for the good of America and the world. It anticipates, develops, and deploys solutions to challenges facing communities—today and tomorrow.

Thank you for allowing me the opportunity to speak on a topic that is vital to the recruitment, retention, and transition of our all-volunteer force—the need to update and modernize Transition Assistance Programs (TAP) for service members transitioning from active duty to the civilian workforce.

For more than a decade, HOH has delivered innovative solutions to tackle the longstanding employment challenges faced by transitioning veterans and military spouses. Working directly on military bases with its national network of employers, HOH has transformed the way in which the military community finds jobs and, more importantly, how companies recruit military talent. These efforts have made it the national leader in veteran and military spouse employment, now serving more than 80,000 people each year.

At HOH, we believe that economic opportunity is the cornerstone of a strong, sustainable all-volunteer force. Today's generation of young Americans want and need pathways into meaningful careers. Military service provides that pathway, but only if a transitioning service member has the resources and skills to effectively navigate their career journey. In the same way that colleges and universities prepare their graduates for careers, the military and/or the federal agencies must ensure that service members understand how to best leverage their experiences for the next steps in their careers. Programs like SkillBridge and other employment-focused efforts are critical to this effort. By taking care of this generation of warriors, we are preparing them to be our nation's best future recruiters.

Employment Challenges Faced by Transitioning Service Members

In 2011, the United States faced a crisis in veteran unemployment. As the nation started to wind down military operations in Iraq and Afghanistan, there were hundreds of thousands of transitioning service members—most of whom were under the age of 25–returning home from war zones and finding a difficult job market. Young veterans especially struggled as their unemployment rate soared to 30%.

The U.S. Chamber of Commerce Foundation leapt into action. For our part, we launched HOH, leveraging our state and local chambers and relationships with the business community. Other companies and organizations, like JPMorgan Chase & Co. and Syracuse University, followed suit by creating veteran-focused hiring and training programs. The federal government also undertook significant efforts, making veteran employment a top priority.

This joint private/public sector effort yielded significant dividends. Within a few short years, post-9/11 veteran unemployment was cut in half from 12.1%¹ to 5.8%² in 2015. Veterans under the age of 25 saw a more dramatic decrease. Their unemployment rate dropped from 30.2% in 2011³ to 13.0% by the end of 2015.⁴ These trends have continued as veteran unemployment remains below the rate for non-veterans and is currently 4.0%.⁵

Yet unemployment data tells us very little about the employment journey for transitioning service members. Other data sources—ones that look at economic achievement, promotability, career satisfaction, and underemployment—paint a much different picture. In 2023, for example, McKinsey & Co.6 found that while veterans tend to earn more than their civilian counterparts, that isn't the case for recently

¹ U.S. Department of Labor (2012, March 20). Employment Situation of Veteran-2011. Bureau of Labor Statistics. Retrieved Mar. 15, 2025, from https://www.bls.gov/news.release/archives/vet-03202012.pdf U.S. Department of Labor (2016, March 22). Employment Situation of Veteran-2015. Bureau of Labor Statistics. Retrieved Mar. 15, 2025, from https://www.bls.gov/news.release/archives/vet-03222016.pdf

³ U.S. DoL. Employment Situation of Veteran-2011.

⁴ U.S. DoL. Employment Situation of Veteran-2015.

⁵ U.S. Bureau of Labor Statistics. (2025). The Employment Situation – February 2025. Retrieved Mar. 15, 2025, from https://www.bls.gov/news.release/pdf/empsit.pdf

⁶ Blackburn, S., Kim, M., Lewis, C., Oh, H., & Parry, K. (2023, November 8). From the military to the workforce: How to leverage veterans' skills. McKinsey & Company. Retrieved Mar. 15, 2025, from https://www.mckinsey.com/capabilities/people-and-organizational-performance/our-insights/from-the-military-to-the-workforce-how-to-leverage-veterans-skills

transitioned service members. That population often struggle "to find jobs that use, recognize, and compensate them commensurate with their level of military experience." In fact, according to McKinsey, 60% of transitioning service members will make less in their first post-military job as compared to their military compensation.⁷

Research by Penn State University's (PSU) Clearinghouse for Military Family Readiness⁸ adds to this bleak picture, finding that 61% of veterans report being underemployed due to a perceived mismatch between their skills, education, or experiences and their post-transition employment in the civilian job market. These findings were further supported by a 2024 research study conducted by Edelman, which found that 62% of transitioning service members could not find a position at their desired level.⁹ The primary culprit, according to nearly half of those service members, was a mismatch between their skills and the skills required by the employer. ¹⁰

LinkedIn found that many of these challenges exist well after separation and impact a veteran's ability to get promoted into leadership roles at a company. In its 2023 Veteran Opportunity Report, LinkedIn found that veterans are half as likely to reach leadership roles (director or vice president level roles) as compared to nonveterans. Once again, the report found a disconnect between a veteran's experience and skillsets and those recognized or valued by employers.

Taken together, the current body of research underscores the challenges faced by transitioning service members as they search for and find civilian employment. While some service members are able to easily translate their technical military skills, like IT or mechanical skills, it is much more difficult to translate soft skills like leadership, resiliency and teamwork. These latter skills, as noted in the research, are difficult to recognize and value as service members transition to their first postmilitary job.

⁷ Id

Vogt, D., Perkins, D. F., Copeland, L. A., Finley, E. P., Jamieson, C. S., Booth, B., Lederer, S., & Gilman, C. L. (2018). The Veterans Metrics Initiative study of US veterans' experiences during their transition from military service. Retrieved Mar. 15, 2025, from https://doi.org/10.1136/bmjopen-2017-020734
 Edelman. (2024). 2024 Veterans' Well-being Survey. Retrieved Mar. 15, 2025, from https://www.edelman.com/sites/g/files/aatuss191/files/2024-11/2024%20Veterans%27%20Well-being%20Presentation%20FINAL.pdf

¹¹ LinkedIn. (2023). 2023 Veteran Opportunity Report. Retrieved Mar. 15, 2025, from https://socialimpact.linkedin.com/en-us/programs/veterans/veteran-opportunity-report

Transitioning Veterans Are:

UNDERPAID

60% of veterans

make less in their first military job than in their last year of service

- McKinsey

UNDEREMPLOYED

61% of veterans

feel underemployed 3 years after leaving service

- Penn State

UNABLE TO FIND

62% of veterans

are unable to find a position at the right level

- Edelman

UNLIKELY TO GET PROMOTED

half as likely

as non-veterans to reach director or vice president roles

- LinkedIn

Why Military Members Struggle with Post-Military Employment

Notwithstanding improvements over the years, our country is doing too little to help service members as they search for their first post-military career. That point was made clearly by a recent study of the RAND Corporation,¹² analyzing overall cost and impact of military transition programs.

In an exhaustive analysis, RAND confirmed key aspects of a GAO report from 2020, finding that there were 45 different programs overseen by 11 federal agencies with significant overlap. RAND noted that "little has changed since the time of the GAO study." All 45 of those programs continue to exist and a vast majority of the funding supports veteran education versus employment assistance. In fact, RAND concluded that less than 5% of the funding supports transitioning service members as they work to translate their skills, find apprenticeships, or search for and find employment.

¹² Kleykamp, M., Wenger, J. B., Elizabeth, H. R., Kubasak, M., Hubble, T., & Skrabala, L. (2024, June 11). Federal Programs to Assist Military-to-Civilian Employment Transitions: limited scrutiny and substantial investment in education programs. RAND. Retrieved Mar. 15, 2025, from https://www.rand.org/pubs/research_reports/RRA1363-12.html

This latter point is critical to understanding the crux of the issue faced by transitioning service members. When a majority of them are looking for and need employment assistance, ¹³ they are receiving very little support in this endeavor from the military or other federal agencies-that is, except the Transition Assistance Program (TAP), but TAP is not an employment assistance program. The process of finding and securing meaningful careers takes a lot more than a couple days of instruction.

For this reason, as well as others, RAND recommended that transition programs be refocused on employment as well as investment in programs that help service members and veterans transition quickly. RAND expanded on these recommendations in their October 2024 research brief, Federal and Nonprofit Support for Veterans Transitioning to the Workforce. Here, they stated that nonprofit organizations often provide personalized support for military-to-civilian employment transitions and that these programs can offer tailored assistance that federal programs might lack, presenting a critical opportunity for federal and nonprofit programs to work both independently and collaboratively to impact military transition.

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¹³ According to the Pew Research Center, 73% of military members search for employment as the first step of their transition. Mitchell, T., & Mitchell, T. (2024, April 14). The transition to post-military employment. Pew Research Center. Retrieved Mar. 15, 2025, from https://www.pewresearch.org/social-trends/2019/09/10/the-transition-to-post-military-employment/

¹⁴ Kleykamp, M., Wenger, J. B., Elizabeth, H. R., Kubasak, M., Hubble, T., Skrabala, L., Rinderknecht, R. G., Saba, S. K., Julia, V. V., & Williams, K. M. (2024, October 24). Federal and nonprofit support for veterans transitioning to the civilian workforce. RAND. Retrieved Mar. 15, 2025, from https://www.rand.org/pubs/research_briefs/RBA1363-3.html

The Importance of Employment Bridges

SkillBridge is the sole federal transition program that turns conventional transition outcomes on their head. SkillBridge, a Department of Defense employment bridge program, allows transitioning service members to gain essential civilian work experience through internships and apprenticeships during their last 180 days of active duty. For more than a decade, HOH has facilitated one of the largest and longest-running SkillBridge programs, called the HOH Fellows Program. That program is a 12-week internship where fellows (transitioning service members) are embedded directly into civilian companies, allowing employers to see firsthand how veterans' military experience and skills align with civilian workforce needs. This hands-on experience ensures that service members find right-fit employment that more fully utilizes their knowledge and abilities.

The impact of the Fellows Program is undeniable. Over the last five years alone we have connected more than 10,600 transitioning service member fellows with more than 2,500 employers nationwide. Eighty-nine percent of those fellows have received a job offer within three months, with an average post-transition annual salary of more than \$107,000-more than double the full-time pay of an E-6 with eight years of service and 20% more than an O-3 with six years of service. In contrast with the McKinsey findings on post-transition salaries, our data shows that effective experiential bridge programs lead to employment and pay more closely aligned with service members' experience and skills.

Importantly, our research goes beyond salary and general employment data. In HOH's 2024 Strategic Insights Report (see Attached), we surveyed 1,903 veterans who participated in the HOH Fellows Program or another SkillBridge program. For comparison purposes, we surveyed an additional 381 veterans who applied to, but did not or could not participate in, the Fellows Program or any SkillBridge Program. The results were startling, with a couple of key highlights listed below:

- Time to employment was much faster for fellows, with 63% being employed within one month of transition versus 38% for non-participants.
- Fellows were far more likely to take a job for positive reasons (i.e., "great opportunity" or "great fit") (59% for fellows versus 41% for non-fellows).

- Conversely, non-participants were far more likely to accept a job for negative reasons (i.e., "needed a paycheck" or "no choice") (25% for non-participants versus 11% for fellows).
- Fellows were more likely to recommend service to future generations, with 61% saying they would recommend service versus 54% for nonparticipants.

Poor Transition Outcomes and Military Spouse Unemployment

While the incidence and impact of longstanding military spouse unemployment challenges are widely studied, military spouse employment bears special mention in the context of transition and veteran employment outcomes. A 2019 report¹⁵ from the University of Texas' Institute for Military and Veteran Family Wellness noted the protective effects an employed spouse can have on veteran transition: when the military spouse is employed, their employment can provide a buffer for both the veteran and the family during the transition period, affording the veteran time to find right-fit work or exploring additional upskilling or training needed for preferred employment.

The Military Spouse Career Accelerator Pilot, facilitated by Hiring Our Heroes in collaboration with the Department of Defense and Deloitte, offers promising initial data as a solution to military (and, later, transitioning veteran) spouse employment challenges. The program has yielded significant positive results over the initial two years of the pilot. This pioneering three-year initiative, funded by DoD, has established a pivotal linkage between military spouses and employers actively seeking to augment their workforce with exceptional talent, connecting them for 12-week fellowships. Since its inception in December 2022, the program has ushered over 1,050 military spouses into internships, with a job offer rate of more than 85%. Perhaps more importantly, more than 60% of the internships have been remote, creating longer-term employment solutions for military spouses that can help sustain their families through military service and beyond.

¹⁵ Keeling, M., Borah, E. V., Kintzle, S., Kleykamp, M., & Robertson, H. C. (2019). Military spouses transition too! A call to action to address spouses' military to civilian transition. *Journal of Family Social Work, 23*(1), 3–19. https://imvfw.utexas.edu/wp-content/uploads/2022/09/2020-Military-spouses-transition-too.pdf

Looking Forward

Today's transitioning service members need more than TAP as they search for post-military careers. They need programs that provide them with the tools and resources to help translate their skills, search for and find industries and opportunities, and connect with employers. As we look forward to the future, HOH recommends the following areas of focus:

- 1. Focus on More Employment-Related Services. Most transitioning service members want and need employment following their military service. To help prepare these service members for their career journeys, there should be an increased focus on employment-related programs as part of transition while reducing or eliminating duplicate programs that fail to provide clear benefits or impact. More can be done with less by focusing on the clear needs of transitioning service members and eliminating unnecessary programs with marginal or unclear benefits.
- 2. Expand Opportunities for SkillBridge and Apprenticeships. These programs help service members bridge their military experience by allowing them to showcase their skills, learn about different workplace environments, and make employment decisions based on that workplace experience. These programs are critical to a successful transition and avoid the challenges most service members face.
- 3. Look Beyond Active Duty. The transition from military to civilian life is not a single point in time—it is an ongoing journey that occurs over many years. Employment-focused services need to be available not only to active-duty personnel but also to post-transition veterans who were unable to benefit from these programs while on active duty. Having post-transition resources, like SkillBridge, is especially important as many active-duty service members are unable to participate in the program due to military exigencies.
- 4. Continue to Empower Military Spouse Careers. Military spouses face unemployment at six times the rate of their civilian counterparts, undermining their financial stability and contributing to service member separations. Investing in reskilling and upskilling programs is critical to addressing this challenge. The Department of Defense's Military Spouse Career Accelerator

Pilot (MSCAP) has placed over 1,050 spouses in internships and direct hire roles, with an 85% offer rate and an average salary of \$66,742. Continuing to invest in programs like MSCAP strengthens military families and directly supports the retention of the all-volunteer force.

Conclusion

Over the last fourteen years, Hiring Our Heroes has been proud to serve our veterans, transitioning service members, and military spouses in local communities throughout the United States and abroad and to do so with a wide array of private and public sector partners. And with more than 200,000 service members making the transition off active duty annually, there is always more work that needs to be done.

Hiring Our Heroes remains wholly committed to the mission of connecting veterans and military spouses with meaningful career opportunities and is honored to serve on the front line of this movement. We will continue to unite our partners in our common mission as we work together to continue to achieve fundamental change in the veteran and military spouse employment landscape.

Chairman Van Orden, Ranking Member Pappas, and members of the Subcommittee, I thank you again for the opportunity to testify and look forward to answering your questions.



U.S. Chamber of Commerce Foundation

Strategic Insights

Impact of SkillBridge & Other Transition Programs

About

HIRING OUR HEROES (HOH)

Hiring Our Heroes (HOH) is a national, grassroots initiative of the U.S. Chamber of Commerce Foundation, a 501(c)(3) organization. Working with a broad array of private and public sector partners, we are committed to creating long-term economic opportunities for veterans, transitioning service members, and military spouses. Anytime, anywhere, we provide the tools, resources, and connections to empower them on their career journeys.

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Strategic Insights Series #3

Military transition and employment programs have grown significantly in the last decade, creating unprecedented opportunities for transitioning service members and military spouses across the country.

Yet very little is known about the use or impact of these programs. Which programs and services are being used by transitioning service members and military spouses? How are the programs being utilized? What is the ultimate impact of these programs?

HOH's Strategic Insights Series is intended to provide data to help answer these questions and more. Applying a pulse survey approach, our goal is to better understand the employment landscape and see the challenges faced by our constituents in real time. The data will help HOH and its partners make informed decisions regarding our programs and better serve the military community.

THIS SURVEY

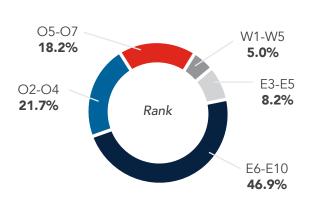
This survey focuses on the impact of the U.S. Department of Defense SkillBridge program and the experiences and outcomes of HOH Fellows Program applicants. The goal is to measure the outcomes of the program as defined by three key objectives: understand how transitioning service members are leveraging the Fellows Program and other SkillBridge programs; determine the impact of SkillBridge participation on their job searches; and assess whether the program has a positive impact on their perception of service.

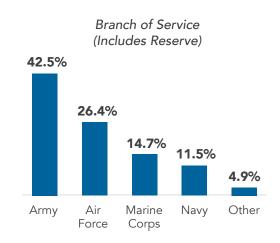
METHODOLOGY

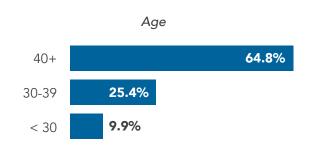
HOH administered this online survey between August 25 and October 7, 2022, and between October 14 and December 13, 2023, by emailing the survey link to more than 10,000 service members who applied to the Fellows Program in the last three years.

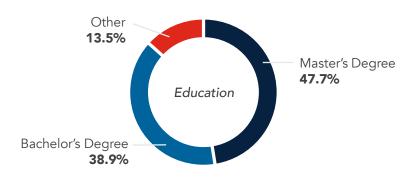
We received 2,284 completed surveys from two categories of respondents: (1) 1,682 who participated as an HOH Fellow as well as 221 who participated in another SkillBridge program (Participants); and (2) 381 who applied for the HOH Fellows Program but did not participate in any SkillBridge program (Non-Participants). This latter population provides a good source of comparative data.

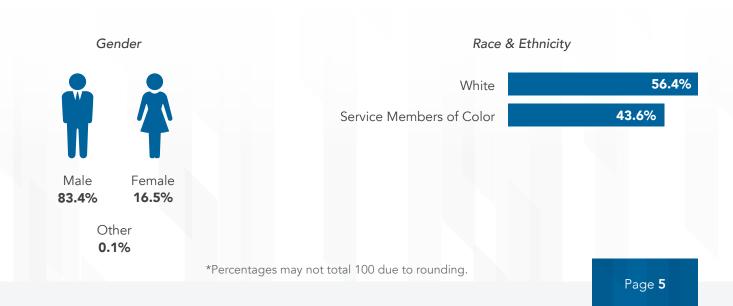
Survey Respondents









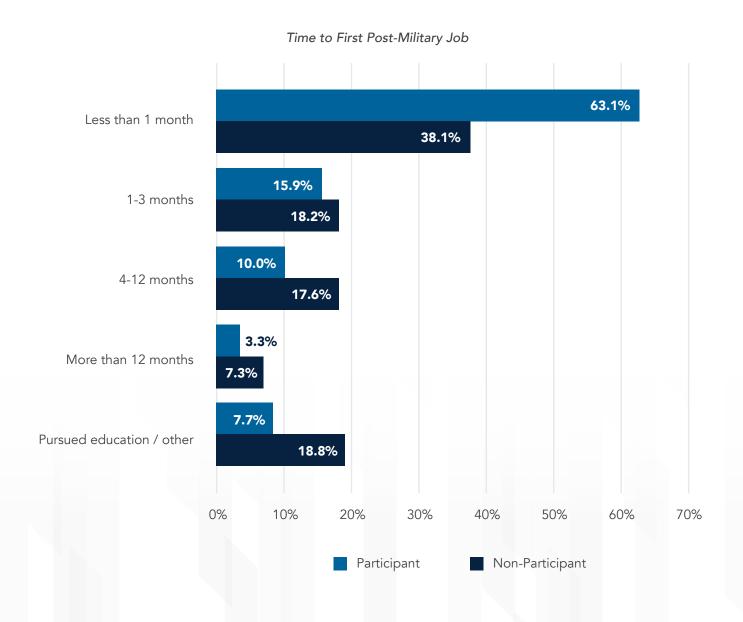


Positive Impact of SkillBridge

1. Time to First Post-Military Job

Respondents who participated in the Fellows Program and other SkillBridge programs found employment quicker than Non-Participants. In fact, 63% of Participants reported having a job within one month, and nearly 80% had a job within three months. Non-Participants, on the other hand, generally needed more time to find their first job.

Question: How long did it take for you to find your first post-military job after leaving service?



2. Reasons for Taking First Job

More than half of SkillBridge participants (59%) took their first job for positive reasons—e.g., "it was a great opportunity with great pay" (32%) or they "really liked the culture of the company. It was a great fit" (17%).

Non-Participants, however, were more likely (59%) to accept their first job for neutral reasons—e.g., "It wasn't the perfect job, but it was a good next step"—or negative ones—e.g., "I couldn't risk not having a job."

Question: Thinking about why you chose your first post-military job, please select the option that best describes why you chose it?

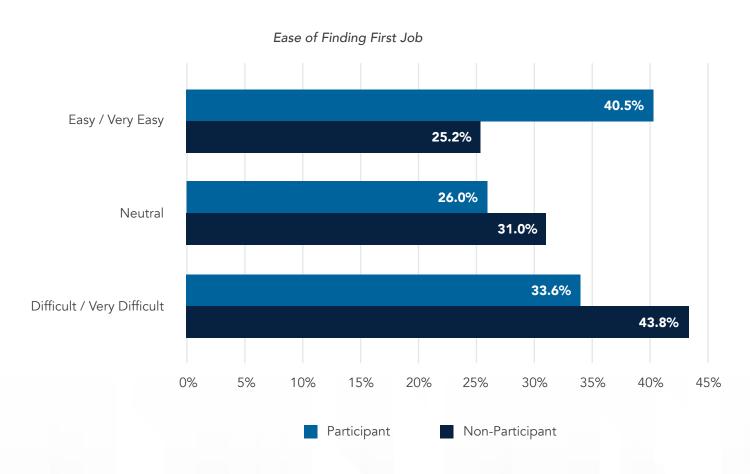
	Selected Answer	Participant	Non-Participant
	It was a great opportunity with great pay.	32.0%	20.1%
Positive Reason	I really liked the culture of the company. It was a great fit.	17.3%	10.4%
	It was exactly what I was looking for.	9.9%	10.4%
		59.1 % v	s. 41.0%
Neutral Reason	It wasn't the perfect job, but it was a good next step until I figured out what is next.	22.1%	26.1%
	There seemed like there was a lot of opportunity for growth.	7.4%	7.6%
		29.5 % v	s. 33.7 %
Negative Reason	I didn't feel like I had a choice. My family or I needed the money.	6.9%	16.5%
	I couldn't risk not having a job, so I took it.	4.6%	8.8%
		11.4 % v	s. 25.3%

3. Ease of Finding a Job

Finally, respondents who participated in the SkillBridge program were more likely to report the search for their job was "easy" or "very easy" as compared to Non-Participants.

It is important to note, however, that many respondents—regardless of whether they participated in the SkillBridge program or not—found the job search to be "difficult" or "very difficult." This underscores the challenges many service members face as they transition from the military and the importance of these programs.

Question: On a scale of 1 to 5, how difficult was it to find your first post-military job?



Interconnectivity of Programs/Services

Notwithstanding the importance of the SkillBridge participation, a vast majority of Participants reported using additional programs and resources as they prepared for their job search. Less than 10% of Participants stated that they did not participate in other transition programs or events. The rest reported using one or more additional programs, tools and/or events to find a job.

The data helps to highlight the importance of our collective approach. Transitioning service members are using a variety of services, programs, and resources to accomplish their mission. There is no one-size-fits-all approach, and no single organization is entirely meeting their needs.

Question: As you prepared for your civilian job search, what other transition programs, events, or services did you receive or participate in? Select all that apply.

Local military Transition Assistance Program (TAP)	69.9%
HOH Career Summits/Virtual Hiring Events	43.5%
ACP Mentoring Program	35.7%
Hire Heroes USA Resume Review/Counseling Services	36.8%
Onward 2 Opportunity Training Programs	24.0%
USO Transition Services	22.1%
Other Programs/Services	23.6%
I didn't participate in any other transition programs, events, or services	9.5%

Perception of Service

1. Overwhelmingly Helps to Create a Positive Perception

Respondents who participated in the Fellows Program and other SkillBridge programs overwhelmingly stated employment transition programs helped to create a positive view of their service. In fact, 89% reported such programs create a positive perception of their service and 10% were neutral on the question.

Question: Over the last decade the military has created a number of transition programs (like SkillBridge) to help you find post-military careers. Does your ability to participate in these programs have a positive or negative impact on your view of military service?

Positive (89%)

2. Service Created More Economic Opportunity

Respondents overall—both Participants and Non-Participants—also agreed military service created "more" or "much more" economic opportunity.

Question: On a scale from 1 to 5, do you think that your military service created more or less economic opportunity for you and/or your family?

More/Much More (79%)

3. More Likely to Recommend Future Service

Respondents who participated in SkillBridge programs were more likely to recommend military service as compared to Non-Participants—although not by a significant margin. However, Non-Participants were far more likely to not recommend military service.

Question: On a scale from 1 to 5, how likely are you to recommend military service to family members or members of your community?

	Participants	Non-Participants
Likely/Very Likely	60.5%	53.8%
Neutral	24.7%	23.2%
Not Likely/Not Very Likely	14.7%	23.0%

Worth a closer look...

While Participants and Non-Participants were likely to recommend service as a whole, a closer look at the data shows a more significant variation based on the respondent's age, as noted in the chart below.

Age

	22-29	30-39	40+
Likely/Very Likely	42.9%	53.1%	64.5%
Neutral	29.6%	28.4%	22.2%
Not Likely/Not Very Likely	27.4%	18.5%	13.4%

In future surveys, we will continue to examine this issue to understand better this variation and why it may exist.

Hiring Our Heroes

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